



DEPARTMENT OF THE ARMY
HEADQUARTERS, UNITED STATES ARMY, EUROPE, AND SEVENTH ARMY
UNIT 29351
APO AE 09014

S: 1 October 1998

AEAGA-CE (690-300.301)

15 June 1998

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: USAREUR Overseas Rotation Policy for DOD Civilians

This memorandum expires 1 year from date of publication.

1. DOD policy on overseas employment for civilian employees requires that overseas tours be limited to 5 years and extensions beyond that limit be granted according to DOD criteria. The Deputy Assistant Secretary of Defense (Civilian Personnel Policy) reemphasized the importance of the rotation policy in a March 1997 memorandum. DOD never intended overseas employment to be permanent and offers certain benefits to encourage employees to accept temporary employment in a foreign area. Such benefits include guaranteed reemployment rights, living quarters allowance, post differential, home leave, travel and transportation to home of record, logistical support, as well as others.
2. Currently some 56 percent of the USAREUR career workforce have exceeded the 5-year limit. As articulated in the USAREUR Command Policy Letter 28, 28 October 1996, USAREUR can no longer support routine tour extensions beyond the 5-year limit. To reduce this number, we have established a command objective that no more than 25 percent of USAREUR career employees will exceed the 5-year limit by fiscal year 2003. This objective will return us to our pre-drawdown status of about 25 to 29 percent, and recognizes the uniqueness of the USAREUR mission and the subsequent need to have the flexibility to extend employees as circumstances warrant.
3. Once we achieve our command objective, we will not abandon this policy for one that is less restrictive, because management flexibility, the continuous flow of new personnel, and career-enhancing professional development opportunities are all valued benefits of the policy. I expect the support of all tour-approving authorities to achieve this objective.
4. Enclosure 1 shows the number of career employees in your organization who are subject to rotation. The Office of the Deputy Chief of Staff, Personnel, HQ USAREUR/7A (ODCSPER), will track progress in reaching the command objective and keep me informed of this progress as part of the semiannual review and analysis process. Enclosure 2 provides guidance developed by the ODCSPER to help you make tour-extension decisions and to improve the consistency of tour-extension decisions throughout the command. This guidance will be published in USAREUR Supplement 1 to AR 690-300.301 before this memorandum expires.

This memorandum is available at <http://www.aeaim.hqusareur.army.mil/library/home.htm>.

15 June 1998

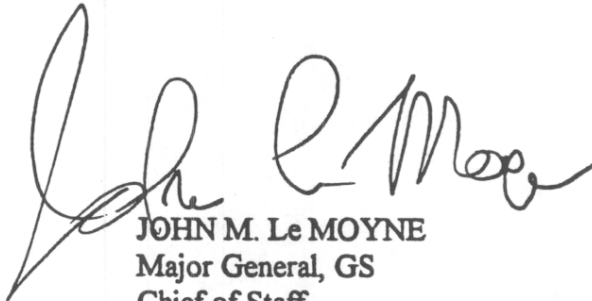
SUBJECT: USAREUR Overseas Rotation Policy for DOD Civilians

5. To reduce the number of employees in your organization over the 5-year limit, the Commanding General, USAREUR/7A, directs each of you to prepare a plan of action and submit it to the Deputy Commanding General, USAREUR/7A, by 1 October 1998. Enclosure 3 is a sample methodology prepared by the Office of the Deputy Chief of Staff, Resource Management, to help you develop your "managed" compliance plan. This sample plan is only a concept, not a mandated method.

6. I request your full support in this endeavor. The objective is attainable if commanders and managers plan for the rotation of their employees.

FOR THE COMMANDER:

3 Encls



JOHN M. Le MOYNE
Major General, GS
Chief of Staff

DISTRIBUTION:

Cmd-level C (USAREUR Pam 25-31)

HQ USAREUR/7A	1 thru 4	5 thru 9	10 thru 14	15 thru 19	20 thru 24	25 thru 29	30 & over	Total	Over 5	% over 5
OCG	2	0	1	0	1	0	0	4	2	50%
ODCoFS	8	7	7	2	1	0	0	25	18	72%
ODCSPER	154	93	50	34	5	0	0	317	163	51%
ODCSOPS	26	24	17	4	6	0	0	77	51	66%
ODCSLOG	26	15	12	5	1	0	0	59	33	56%
ODCSENGR	21	16	20	9	3	0	1	70	49	70%
ODCSRM	22	14	10	5	0	1	1	53	31	58%
OJA	0	1	2	0	0	0	0	3	3	100%
OIG	0	1	0	0	0	0	0	1	1	100%
OPARC	2	0	0	0	0	0	0	2	0	0%
OPM	1	2	3	3	0	0	0	9	8	89%
8th Fin Bn	0	2	1	0	0	0	0	3	3	100%
39th Fin Bn	4	2	0	0	0	0	0	6	2	33%
106th Fin Bn	3	2	0	0	0	0	0	5	2	40%
208th Fin Bn	1	3	0	0	0	0	0	4	3	75%
266th Fin Bn	34	47	17	7	2	0	1	108	74	69%
SUBTOTAL	304	229	140	50	19	1	3	746	442	59%
USAREUR CMD/ ASG/DRA	1 thru 4	5 thru 9	10 thru 14	15 thru 19	20 thru 24	25 thru 29	30 & over	Total	Over 5	% over 5
V Corps	67	46	28	5	2	0	0	148	81	55%
21st TAACOM	70	65	52	20	2	0	0	209	139	67%
USASETAF	3	7	0	1	0	0	0	11	8	73%
7ATC	39	48	22	6	3	0	1	119	80	67%
USACCE	24	26	18	9	0	0	3	80	56	70%
94th ADA Bde	0	0	1	0	0	0	0	1	1	100%
6th ASG	61	26	12	4	0	0	0	103	42	41%
22d ASG	65	18	11	4	1	0	0	99	34	34%
26th ASG	109	76	40	24	4	1	1	255	146	57%
80th ASG	34	20	7	3	1	0	1	66	32	48%
98th ASG	119	59	45	15	3	0	1	242	123	51%
100th ASG	56	46	22	12	2	0	0	138	82	59%
104th ASG	167	89	64	22	7	1	4	354	187	53%
UR Air Def	1	0	0	0	0	0	0	1	0	0%
TOTAL	1119	755	462	175	44	3	14	2572	1453	56%

Encl 1, memo, HQ USAREUR/7A, AEAGA-CE, 15 Jun 98

GUIDANCE ON MAKING TOUR-EXTENSION DECISIONS

1. POLICY

a. The DOD policy on overseas employment for civilian employees limits overseas tours to 5 years. Extensions beyond 5 years are designed to provide management flexibility to meet defined mission requirements that cannot otherwise be met. Case-by-case extensions beyond the 5-year limit may be granted in extremely rare situations. To be eligible for these extensions, the employee must be rated at least fully successful; be current in the knowledge, skills, and abilities required for the position; and have successfully adapted to the foreign work and cultural environment.

b. Employees have no right to a tour extension. HQ USAREUR/7A recognizes, however, that tour extensions beyond the 5-year limit may sometimes be necessary. A decision to extend an employee must be supported by resource and mission requirements and be in the best interest of the command. This enclosure provides guidance on making tour-extension decisions.

2. APPROVING AUTHORITIES

Only general officers and senior executive service equivalents; commanders of USAREUR commands, area support groups, and direct reporting activities; and HQ USAREUR/7A deputy chiefs of staff or their equivalents may approve extensions beyond 5 years. This approval authority may not be delegated.

3. TOUR-EXTENSION DECISIONS

a. In making tour-extension decisions, the approving authority will consider—

(1) The organization's ability to offer continued employment throughout the period of the extension.

(2) Whether or not the extension will result in the employee's loss of return rights.

(3) The effect the extension will have on the ability to place surplus employees within USAREUR.

b. For employees covered by formal DA career programs (AR 690-950), the approving authority will consult with the appropriate USAREUR command career program manager (CCPM) before approving an extension of an employee's tour beyond 5 years. CCPMs will—

(1) Address the availability of surplus employees with substantial time remaining on their tours in the recommendation to the approving authority.

(2) Evaluate the effect continued service in the same location or organization would have on the employee's professional development, competitiveness with peers, and potential for promotion.

Encl 2, memo, HQ USAREUR/7A, AEAGA-CE, 15 Jun 98

(3) Make a recommendation to the approving authority in writing.

c. The approving authority is not required to provide reasons for a decision on whether or not to extend an employee's overseas tour. The tour-extension decision must, however, be based on valid, mission-related, nondiscriminatory reasons. The components of successful tour-extension decisions should include—

- (1) An assessment of the benefits to be gained in terms of the organization's mission needs.
- (2) Written documentation or the ability to collect documentation to support the decision.
- (3) A comparison of the decision with employees in similar situations.
- (4) Consistency in the reasons for all tour-extension decisions (f below).
- (5) Maximum notification to employees whose tours will not be extended.

d. Some situations may warrant extending an employee's tour beyond the 5-year limit. The following reasons may justify approving a tour extension beyond the 5-year limit:

- (1) The continued need for an employee's skills or corporate knowledge when there is a documented history of difficulty filling the position.
- (2) The need to maintain stability during mandated organizational staff reductions.
- (3) The organization's having been assigned new missions or tasks.
- (4) A requirement to retain an employee to complete a special project.
- (5) Simultaneous dates eligible for return from overseas (DEROSs) of other employees in the same career field.

e. Short-term extensions may be granted by the approving authority for compassionate or personal reasons on a case-by-case basis. These extensions will not normally be more than 6 months. A subsequent tour extension will not be initiated once the compassionate tour extension is granted. The following are examples of when a short-term extension may be appropriate:

- (1) To allow children to complete the school year.
- (2) To allow the employee or an employee's family member to continue medical treatment.
- (3) To allow the employee to retire after the short-term extension, if the employee is eligible for retirement within 6 months to 1 year at the time of the tour extension.

(4) To coincide with the sponsor's tour expiration.

(5) To synchronize rotation and transportation agreements.

f. To ensure consistency when making tour-extension decisions, the approving authority should maintain a roster of persons supervised that identifies employees who were considered for tour extensions, those who were extended, those who were not extended, and the reasons for management's decisions. Tour-extension decisions should be documented on memorandums for record.

g. When making tour-extension decisions, approving authorities should not—

(1) Base decisions not to extend an individual on the individual's history of filing complaints. This can be considered as reprisal. Reprisal is a prohibited personnel practice that justifies disciplinary action up to and including removal (5 USC 2303).

(2) Be intimidated by someone who has filed or plans to file a complaint against them.

(3) Use tour extensions as a substitute for good management practice. Performance and disciplinary problems should be handled through appropriate systems.

(4) Base the decision or any part of the decision on the employee's race, national origin, age, gender, or disability.

The 5-Year Personnel Rotation-Compliance Plan

This enclosure is a sample format for the 5-year personnel rotation-compliance plan, which was prepared by the Office of the Deputy Chief of Staff, Resource Management, HQ USAREUR/7A. Other formats are also acceptable, based on the organization's needs. A copy of the enclosed plan is available on request from Captain Stevens, 370-8133.

The intent of the plan is to help managers plan for and control turnover in their organizations by managing all categories of personnel (military, local national, family member, and Department of the Army civilian employees subject to rotation) in a way that reduces the number of employees who exceed the 5-year rule. Although the sample plan identifies an objective more ambitious than the one in the basic memorandum, the USAREUR objective is to have no more than 25 percent of USAREUR career employees over the 5-year limit by the year 2003.

Tour-approving authorities may prepare a plan similar to the one in this enclosure or create their own. Whichever format is used, the plan must be completed and sent to the Deputy Commanding General, USAREUR/7A, by 1 October 1998.

5-YEAR ROTATION POLICY STEP-BY-STEP PROCEDURES

1. The purpose of this document is to establish systematic procedures for developing a "Managed" 5-Year personnel rotation compliance plan within the U.S. Army, Europe.
2. Step-by-step instructions for building an Organization's Personnel Rotation Schedule are as follows:
 - a. Use an Excel spreadsheet to develop a Personnel Rotation Schedule consisting of multiple columns and rows. Label fourteen (14) columns as follows:
 - Column 1: **NAME**
 - Column 2: **STATUS**
 - Column 3 thru Column 8: Calendar years **1998, 1999, 2000, 2001, 2003, 2004**. Use a six-column header over the top of these years called **STRICT COMPLIANCE PLAN**.
 - Column 9 thru Column 14: Calendar years **1998, 1999, 2000, 2001, 2003, 2004**. Use a six-column header over the top of these years called **MANAGED COMPLIANCE PLAN**.

An example of this spreadsheet setup is at enclosure 1.

- b. Under the **NAME** column, list every person within the organization. This can further be sub-categorized into your directorate's divisions, branches, etc.
- c. Under the **STATUS** column, list each person's employment status:
 - **DAC** = Department of the Army Civilian
 - **FM** = Family Member
 - **LN** = Local National
 - **MIL** = Military
 - **OSL** = Overseas Limited
 - **TEM** = Temporary hire
- d. Identify people not affected by the 5-year rotation policy and highlight their names. The following categories of employees are exempt from the 5-year rotation policy (DoD CPM 1400.25-M, 301.4-2a and 4-2e(4)):
 - Positions that require frequent contact with Host Nation officials (must be documented in the job description).
 - Family members of military or civilian DoD employees.
 - Employees in the Senior Executive Service.
 - Employees who have been continuously employed in a foreign area since 1 April 1966.
 - Educators in the Department of Defense Dependent School system.
 - Employees employed on or before August 1988 in GS-6 or below or non-supervisory wage grade positions remain exempt as long as they remain continuously employed at those levels.

e. Identify the DEROS for every other employee listed on the spreadsheet by calendar year under the **STRICT COMPLIANCE PLAN**. Assume that military employees will rotate after three years and that civilian employees will rotate at their five-year overseas anniversary date unless you specifically know otherwise. Everyone over five years would rotate in the current calendar year.

f. **TOTAL** the number of employees in your directorate, to include those employees in an exempt status, for each calendar year. Total the number of personnel who will DEROS (**# MOVES**) for each calendar year. Divide **# MOVES** by **TOTAL** for each calendar year to obtain the percentage of employees within your directorate that you will lose if USAREUR enacted a strict compliance plan for the five-year rotation policy.

g. Develop a **MANAGED COMPLIANCE PLAN** that distributes losses evenly over a five-year period. Intent is to have no more than 20 percent turnover in any given year. Recalculate **# MOVES** and **% TURNOVER** to determine whether or not the 20 percent goal has been achieved. Suggested criteria for evaluating retention in order to meet 20 percent goal is as follows:

- A continued need for the employee's unique skills and abilities.
- Employee is willing to be extended and what effect extension will have on return rights of the employee.
- Whether the employee has successfully adapted to the overseas work and cultural environment.
- Other management considerations.

DIVISION ROTATION SCHEDULE

"Managed" Compliance Plan

Strict Compliance Plan

NAME	STATUS	1998	1999	2000	2001	2002	2003	1998	1999	2000	2001	2002	2003
Name 1	FM	deros					deros					deros	2003
Name 2	DAC		deros									deros	
Name 3	OSL	deros					deros	deros					deros
Name 4	EN												
Name 5	DAC		deros							deros			
Name 6	DAC		deros						deros				
Name 7	DAC		deros						deros				
Name 8	DAC	deros					deros		deros				
Name 9	SES	Indefinite											
Name 10	DAC	deros					deros			deros			
Name 11	FM	deros					deros			deros			
Name 12	FM	deros					deros	deros					deros
Name 13	DAC	deros					deros			deros			
Name 14	DAC			deros								deros	
Name 15	DAC			deros								deros	
Name 16	FM	Indefinite											
Name 17	DAC		deros									deros	
Name 18	DAC		deros						deros				
Name 19	MIL	deros			deros			deros			deros		
Name 20	DAC	Indefinite	(Continuously employed in a foreign area since 1 April 1966)										
Name 21	DAC		deros									deros	
Name 22	DAC	deros					deros				deros		
Name 23	DAC		deros						deros				
Name 24	DAC		deros						deros				
Name 25	DAC	deros					deros			deros			
Name 26	MIL	deros			deros			deros			deros		deros
Name 27	DAC	deros				deros	deros	deros					
Name 28	DAC					deros						deros	
Name 29	FM		deros						deros				
Name 30	MIL	deros			deros			deros			deros		
Name 31	MIL					deros						deros	
Name 32	DAC		deros			deros			deros				
Name 33	TEM	deros					deros	deros					deros
Name 34	DAC		deros				deros						deros

DIVISION ROTATION SCHEDULE

NAME	STATUS	1998	1999	2000	2001	2002	2003	1998	1999	2000	2001	2002	2003
Name 35	LN												
Name 36	MIL			deros			deros			deros			deros
Name 37	MIL			deros			deros			deros			deros
Name 38	DAC			deros			deros			deros			deros
Name 39	DAC												
Name 40	DAC			deros						deros			
Name 41	LN												
Name 42	LN												
Name 43	MIL				deros						deros		
Name 44	MIL				deros						deros		
Name 45	MIL				deros						deros		
Name 46	MIL				deros						deros		
Name 47	DAC						deros					deros	
Name 48	DAC						deros					deros	
TOTAL		48	48	48	48	48	48	48	48	48	48	48	48
DAC	26												
FM	6												
LN	4	4	4	4	4	4	4						
OSL	1												
TEM	1												
MIL	10												
# moves		17	13	6	7	2	16	9	9	9	8	8	9
% Turnover		35%	27%	13%	15%	4%	33%	19%	19%	19%	17%	17%	19%